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ABSTRACT

Developed by the Office of the Chancellor of the California Community Colleges in response to legislative mandate, this report provides a brief epidemiological background on the Human Immune Deficiency Virus epidemic, a summary of actions taken by the Board of Governors and the Chancellor's Office, results of a survey of the colleges regarding their Acquired Immune Deficiency Syndrome (AIDS) policies and programs, and general conclusions and recommendations. After underscoring the need for AIDS education, part I of the report lists actions taken at the state level, including the development of policies to protect the legal rights of AIDS victims, to ensure that persons with AIDS have access to Disabled Students Programs and Services, and to promote AIDS education. This section also summarizes findings from the November 1989 AIDS survey, indicating that: (1) 36 districts had adopted or were in the process of developing an AIDS policy; (2) over two-thirds of the 94 responding colleges distributed AIDS literature, introduced AIDS subject matter in regular courses, offered special seminars or training sessions on AIDS, hung posters, showed video tapes or films to campus groups, and had guest presentations in regular courses; (3) 41 campuses had installed condom machines on campus and 43 distributed them at the health center; (4) 63 colleges indicated that all student services personnel had been provided with basic AIDS information; (5) 14 colleges had a peer education program; and (6) eight colleges had some HIV testing on campus. Part II provides a detailed analysis of the survey findings, including verbatim comments and recommendations. Appendixes present: (1) the senate resolution concerning AIDS education; and (2) the survey instrument. (JMC)

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Board of Governors
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March 8-9, 1990

THE HIV EPIDEMIC AND COMMUNITY COLLEGES: A REPORT TO THE LEGISLATURE IN RESPONSE TO SENATE CONCURRENT RESOLUTION 79

6

A Report

Background

The Legislature adopted Senate Concurrent Resolution 79 in September 1988. It requested each institution of higher education in California to:

- Adopt policies and guidelines on AIDS;
- Provide AIDS education programs;
- Ensure that campus staff, particularly those in student services, are knowledgeable about AIDS resources;
- Consider establishing a peer education program for AIDS; and
- Report activities related to AIDS to its systemwide office.

In turn, the systemwide offices were asked to report on what had been done on campus to the education and health policy committees of the Legislature by December 1, 1989. Because of the pressure of other reports mandated by AB 1725, the Chancellor's Office requested and received an extension until March 20, 1990. The report that follows constitutes the response of the California Community Colleges to SCR 79.

Analysis

Part I of the report is a "Summary." It provides a brief epidemiological background and discusses the actions taken by the Board of Governors and Chancellor's Office. The report then briefly presents the results of a survey of community colleges regarding their AIDS policies, educational activities, training of student services personnel, coordination and resource needs, and other matters.

Following the survey results, the report presents general "Conclusions."

Part II of the report, "Detailed Analysis of SCR 79 Survey Results," is intended for readers who want a more complete picture of the current status of AIDS activity in community colleges.

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THE HIV EPIDEMIC AND COMMUNITY COLLEGES:

A REPORT TO THE LEGISLATURE IN RESPONSE TO SENATE CONCURRENT RESOLUTION 79

PART I: SUMMARY

Introduction: The Need for AIDS Education

When Senate Concurrent Resolution 79 was introduced in February 1988, it noted that approximately 10,000 people in California had contracted AIDS. By the time of this writing (January 1990), about 24,000 Californians had contracted the disease.

Acquired Immune Deficiency Syndrome (AIDS) continues its grim progress. AIDS is now more properly considered the extreme manifestation of a spectrum of conditions resulting from the Human Immune deficiency Virus, (HIV). The HIV epidemic is generally recognized as one of the worst infectious epidemics of all time. Thus far, it has resulted in nearly 70,000 deaths in the United States, with close to 15,000 of those in California. The fatality rate in cases where the diagnosis is five years old exceeds 90 percent.

Nor will HIV stop spreading. State epidemiologists say that by the end of 1992 there will have been about twice as many AIDS cases reported in California as there have been so far. State epidemiologists project that by the end of 1992 almost twice as many AIDS cases will have been reported in California as have been reported thus far.

In a national study of blood samples drawn at student health centers, the American College Health Association (ACHA) found the rate of HIV infection to be about .3 percent. Applied to California's community colleges, this rate would mean a little over 4,000 HIV-positive students. But the colleges in the ACHA study were not community colleges; they were major, four-year residential colleges. Community college students represent a cross-section of the general population of this state, and that population has a higher incidence of risk groups than the student population in the ACHA study. Further, some urban community colleges have large numbers of students who are at high risk for HIV. The virus is probably considerably more prevalent in community colleges.

At the same time, community colleges are likely to have far fewer resources for AIDS education than four-year institutions. Thirty-six community colleges have no health centers at all, including the two large adult education programs in San Francisco and San Diego, which serve great numbers of limited English-speaking persons among whom HIV is spreading. Where health centers do exist, they are sometimes staffed with only one college nurse, particularly in small colleges. Under such

circumstances, AIDS education is difficult to organize and sustain, except where faculty, students, or community organizations voluntarily—without additional pay—do the planning, encouraging, and day-to-day work. Nevertheless, several community college districts have had vigorous AIDS education programs since as long ago as 1985; the policies, educational plans, and curricula devised in the San Francisco and Los Angeles districts have served as models throughout the state. The statewide Academic Senate has passed several resolutions supporting AIDS education and urging that more resources and attention be devoted to it.

SCR 79 was supported by the Chancellor's Office as an opportunity to further its leadership role in helping the community college system face the HIV epidemic. (A copy of the legislative resolution is reproduced as Appendix A of this report.) The Board and the Chancellor's Office employed the resolution as a means of encouraging action at the local level and gathering information statewide. SCR 79 basically asked that every college:

- Adopt policies and guidelines on AIDS;
- Provide AIDS education programs;
- Ensure that campus staff, particularly those in student services, are knowledgeable about AIDS resources;
- Consider establishing a peer education program for AIDS; and,
- Report activities related to AIDS to its systemwide office.

In turn, the systemwide offices were asked to report to the Legislature on what has been done on campus. This report responds to SCR 79 on behalf of the California Community Colleges.

Actions Taken by the Board of Governors and Chancellor's Office

Before the ink was dry on the chaptered copies of SCR 79, the Board of Governors had formally adopted its policy on AIDS. This occurred at the Board's September 1988 meeting. The policy statement declared that:

- The Board recognizes the need to protect the legal rights of people with AIDS or HIV-positive status;
- Persons with AIDS are disabled and eligible to receive services under Disabled Students Programs and Services;

- AIDS education should be provided to students and employees in order to stop the spread of the HIV virus and dispel irrational fears; and

- The Chancellor's Office should provide technical assistance to districts in developing their AIDS policies and education programs, by disseminating the document, *AIDS Policies and Resources for Community Colleges.*

The document referred to was a booklet sent by Chancellor David Mertes to all colleges and districts. In addition to the Board's policy statement, it includes a background discussion on AIDS and the early responses of higher education to the disease, a comprehensive set of guidelines regarding community college administrative practices relating to HIV, a general outline for AIDS education programs, a comprehensive resource guide for educational materials and assistance, and appendices that included legal and legislative analyses.

The Chancellor's Office followed up the dissemination of *AIDS Policies and Resources* by staging a workshop on AIDS at the annual conference on Disabled Students Programs and Services in April 1989. Workshops were also held at the conventions of the California Community College Trustees in May 1988, and of the California Association of Community Colleges in November. The additional attention focused on AIDS from the State level in 1988 and 1989 resulted in enhanced activity at the local level, especially in the preparation and adoption of district policies.

The Chancellor's Office presently has no staff regularly assigned to liaison with college health services, or responsible for systemwide coordination of AIDS education programs. The Health Services Association of California Community Colleges (HSACCC) has provided a moderate level of coordination among student health personnel involved with AIDS education, but lacks resources and a specific mandate to perform this function. (In addition, HSACCC does not reach those campuses with no health centers.) Chancellor's Office staff have contacted the Centers for Disease Control in Atlanta to seek grant funding for educational coordination, but so far has been unsuccessful in finding an applicable source of federal funds.

To meet the requirements of SCR 79, Chancellor Mertes sent to all colleges and districts, on November 15, 1989, a request to complete a survey questionnaire on AIDS policies and activities. (The questionnaire is attached as Appendix B.) Because the questionnaire was lengthy and the responses complex, a complete analysis of the survey is deferred until the last section of this report, "Detailed Analysis of SCR 79 Survey Results." For a complete picture of the AIDS education situation in community colleges, the reader should refer to that analysis; however, the following section provides a brief synopsis of its contents.

Actions Taken by Community College Districts and Campuses: A Synopsis of SCR 79 AIDS Survey Responses

By January 11, 1990, responses to the survey had been received from 94 of the 107 colleges (88%), representing 64 of the 71 districts (90%).

AIDS Policies

Thirty-six districts either have adopted or are in the process of developing an AIDS policy. Ten more districts have policies on infectious, communicable, or life-threatening diseases that include AIDS. Other districts said that their policy is to follow the American College Health Association guidelines, or that they have no AIDS policy. All district policies that were submitted, both those specific to AIDS and those general to infectious diseases, met the criteria of SCR 79, except for three that were so brief or vague they could not be said to meet the criteria.

Educational Activities

Of the 94 responding colleges, the following numbers reported they had provided various types of activities during 1988-89:

- Literature distributed on campus: 91
- AIDS subject matter introduced by faculty into curriculum of regular courses: 75
- Special seminars, training sessions, or discussion groups on AIDS: 71
- Posters telling where to get information: 69
- Videos or films shown to groups: 69
- Guest presentations in regular courses: 68
- Articles in campus newspaper or newsletter: 65
- Videos available for individual viewing: 65
- AIDS Awareness Day or Week: 64
- Information tables: 61
- Guest speakers at campuswide events: 53
- Special AIDS training for faculty and/or staff: 43
- Condoms distributed at health center: 43
- Condom machines installed on campus: 41
- Special course on AIDS offered: 28

Among other reported activities was the inclusion, at some colleges, of AIDS presentations as part of new student orientation.

Student Services Personnel

Sixty-three colleges said all student services personnel had been provided with basic knowledge about AIDS; 23 colleges said this had not been done. Because the question was ambiguously worded, however, it was not possible to determine how thoroughly this had been done at the 63 colleges that responded in the affirmative.

Peer Volunteers

Fourteen colleges, mostly in urban areas, said they have a peer education volunteer program such as that described in SCR 79. Of those that did not have such a program, comments on its feasibility were about equally split between those who felt it was not feasible and those who cited difficulties and cautions, but felt it was worthwhile attempting.

Testing

Eight colleges reported they had some HIV testing on campus during 1988-89. Only 16 colleges expressed interest in being certified as Alternative Test Sites (ATS), while 60 cited serious drawbacks to such an arrangement. However, 41 colleges said they would accept an offer by the local ATS to provide testing on campus at scheduled times, and another 12 said they probably would accept such an offer.

Coordination and Resources

Sixty-four colleges said that more inter-college coordination is needed, while 19 said it was not. Forty-one respondents said this coordination should be provided by the Chancellor's Office, while 28 said it should come from a community college organization.

Colleges indicated that county health departments had been most helpful to their AIDS education efforts (72 responses), followed by the Health Services Association of California Community Colleges (52), the Chancellor's Office (48), the Red Cross (47), and community-based organizations (43).

In response to a question about what resources were needed, about half the respondents mentioned a need for increased staff or local funding, and about half mentioned a need for informational assistance and statewide coordination. The substantial number of responses stressing information and coordination needs was significant.

Plans for 1989-90

Forty-seven colleges said they planned to increase their volume of AIDS education activity during 1989-90, and 53 said they planned to add new types of activities. Six said they planned to eliminate some types of activities. Three of these were because

of lack of participation, and three because of redirection of efforts to methods judged to be more effective.

Other Comments and Recommendations

A variety of thoughtful comments were provided by AIDS coordinators, a selection of which are reproduced verbatim in the "Detailed Analysis of SCR 79 Survey Results."

Conclusions

The survey showed that the majority of community college districts have adopted or drafted policies on AIDS, or policies on infectious or life-threatening diseases including AIDS, that meet the criteria set forth in SCR 79. Further, almost every college distributes informational literature on AIDS, and some carry on a variety of educational activities beyond that.

However, there are also needs for assistance expressed by those responding to the questionnaire. In particular, since the regular curriculum represents the only feasible long-term mechanism for reaching great numbers of students, there is a need for materials that will help integrate information on AIDS into courses in various disciplines, especially the biological and social sciences. Also, AIDS education coordinators expressed a need for additional statewide coordination and information-sharing.

In response to these needs, Chancellor's Office staff, together with the Health Services Association of California Community Colleges, the Academic Senate, and experienced AIDS coordinators from several districts, intend to pursue various sources of special funding for improvement of AIDS education. A grant proposal will be developed to support release time, expenses, and materials for a person experienced in AIDS education to provide faculty and staff development workshops, especially in colleges where little or nothing has been done so far; to develop or compile curriculum materials in various disciplines; to help establish peer education programs; to arrange one or more general meeting of AIDS coordinators; and to provide colleges with updated resource information.

PART II: DETAILED ANALYSIS OF SCR 79 SURVEY RESULTS

The SCR 79 AIDS survey questionnaire was mailed to all colleges and district offices November 15, 1989. (The questionnaire and transmittal letter are attached as Appendix B.) By January 11, 1990, responses had been received from 94 of the 107 colleges (88%), representing 64 of the 71 districts (90%).

AIDS Policies

Responses to this section of the survey are discussed by **district**, while all other responses are discussed by **college**. (The responses total more than the 64 responding districts because some districts answered in two ways. In particular, many of the districts that responded "We have no AIDS policy" also checked another response, such as "Our policy is to follow the ACHA guidelines," indicating they are not ignoring the need for policy.)

The responses were as follows:

Number of Districts	Response
23	We have a policy specifically on AIDS.
13	We are now drafting or considering for adoption an AIDS policy.
10	We have a policy on all life-threatening, infectious, or communicable diseases that is applicable to AIDS.
13	Our policy is to follow the American College Health Association guidelines.
11	We have no AIDS policy.

The survey showed that slightly over half of California's community college districts either have adopted or are working on adoption of a specific AIDS policy. These districts include most of the large, urban, multi-campus districts and thus an overwhelming preponderance of community college students. Nevertheless, the question might be raised, why haven't all districts adopted AIDS policies? There are several answers.

First, some of the general policies applicable to all life-threatening, infectious, or communicable diseases that have been adopted by certain districts contain anti-discrimination language, language calling for educational programs, and language protecting the rights of infected students or employees. These elements give the policies the essential outline of a viable policy on AIDS, except that AIDS is only one of the conditions covered. Second, it must be recognized that advice from some of the most authoritative national sources, such as the American Council on Education and the Centers for Disease Control, U.S. Public Health Service, has included cautions about adopting overly specific AIDS policies. Even the American College Health Association, which has itself promulgated the most detailed and useful guidelines, tells colleges, "ACHA suggests that institutions respond to each case as required by its particular facts. Given the uncertain legal obligations and challenges involved, institutions are advised neither to devise nor to implement inflexible policies." Some colleges that have not adopted AIDS policies are undoubtedly conscious of these

cautions. Third, it appears that, despite the good reasons in many cases, in other cases the failure to adopt an AIDS policy may be the result of apathetic or resistive local attitudes.

Content of Policies

Although all colleges were requested to attach copies of their district policies to the survey response, some did not. In this survey, 21 policies specific to AIDS, either adopted or in draft form, and 10 policies on infectious or life-threatening or communicable diseases generally, either adopted or in draft form, were actually received. Every one of them is different, as would be expected in a system of autonomous local boards.

In 18 of the policies specific to AIDS, substantial echoing of the language used in the September 1988 "Board of Governors Policy Statement on AIDS" is apparent. This does not mean, in all cases, that the language was drawn directly from that document, since some local boards drew crucial portions of their statements from the same seminal documents that informed the Board's policy—particularly, the policy statement of the San Francisco Community College District (fall 1986), the guidelines issued by the Chancellor's Office of the California State University (spring 1986), and the statement on institutional response prepared by the American College Health Association (winter 1985). However, about half of those 18 policies included selected portions, or in two cases, the entirety, of the Board's policy statement and guidelines, adopted verbatim.

The language most often adopted was from the first provision:

> All community college students and employees should be provided with a safe as well as fair, sensitive, and nondiscriminatory environment for study and work. To that end, the Board recognizes the need to protect the legal rights of individuals with AIDS, ARC, or a positive HIV-antibody test as those rights pertain to privacy, employment, enrollment for instruction, participation in curricular and extracurricular activities, and provision of any benefit or service to which they are otherwise entitled.

In addition, almost all of the policies specific to AIDS included language placing strong emphasis on educational programs as the paramount duty of the college in combating further spread of the HIV virus.

Following the Board's general statement of policy, *AIDS Policies and Resources for Community Colleges* presented 19 more detailed guidelines on matters ranging from participation in athletics, to public information responses, to laboratory courses involving blood samples, and so forth. Many of these appear in various combinations with elements drawn from other sources in the policies and statements adopted by local districts. Almost every policy contains strong language protecting confidentiality of HIV status and protecting employee benefits.

Ten policies were received that dealt with "communicable," "infectious," or "life-threatening" diseases generally, rather than with AIDS alone. Several of these contained language noting that they were to be understood as applying to AIDS as well as other conditions, but generally these policies appeared to draw on older language relevant to non-sexually-transmitted diseases such as tuberculosis, measles, etc.

The most distinct tension between different types of policies is found in the statements about the conditions of attendance and participation in activities. The Chancellor's Office guidelines include a strongly worded proscription against restricting the activities of an HIV-positive person:

> An individual with AIDS, ARC, or a positive HIV-antibody test result may not be denied employment, enrollment for instruction, or participation in curricula or extracurricular activities, as long as he or she is able, with appropriate accommodations, to perform in accordance with established standards.

The majority of the AIDS-specific policies closely follow this language. However, in contrast, the policies on infectious or communicable diseases generally, and some of the policies specific to AIDS, call for case-by-case consideration and carefully leave open the possibility of restrictions:

> The determination of whether or under what conditions an individual who has been diagnosed with AIDS or ARC shall be permitted to participate in campus activities shall be made on a case-by-case basis by the Infectious Disease Control Team. . . .
>
> In making this determination, the committee shall consider: a) the behavior, neurological development, emotional status, and physical condition of the student; b) the expected type of interaction with others on the campus setting, i.e., compliance with counseling, engaging in conduct known likely to infect others, etc; c) the impact on both the infected student and others in the setting.

A few districts have attempted to accommodate the tension between these different approaches by simply incorporating both into their policies; that is, adopting a general no-restrictions policy followed by a policy that each individual case will be evaluated on its facts. One district constructed a policy by quoting almost directly from the key language of a 1987 decision of the U.S. Supreme Court in *Nassau County School Board* vs. *Arline*, which is generally considered the most current legal standard in this area, and which requires that a decision to restrict school attendance be based on qualified medical assessments of specific risk criteria.

The Legislature, in SCR 79, requested that every college adopt policies on AIDS that meet the following four criteria: 1) are based on current information and reflect at least the recommendations of the CDC and the ACHA; 2) are designed to prevent the spread of AIDS, and present accurate information on the transmission of AIDS; 3) address the rights of people with AIDS or HIV infection and the rights of all students, faculty, administrators, and employees to a safe and healthy workplace and educational setting; and 4) are consistent with similar documents that have been developed by the systemwide office.

Notwithstanding the variations of language and approach described above, all but 3 of the 31 policies received in this survey may be said to meet those criteria. Those three were statements of good intent that were so brief or so vaguely worded that they could not be said to satisfy criteria (1) and (2) of the legislative resolution. This does not necessarily mean that the districts submitting those policies are not providing AIDS education or are not responsive to the problems of HIV-positive persons.

The Chancellor's Office will follow up by contacting districts that did not forward their written policy statements on AIDS or infectious diseases in the initial survey and asking them to do so.

Educational Activities

In this section, colleges were asked whether they had provided any of a list of possible educational activities during the 1988-89 academic year. The number of colleges responding affirmatively for each activity are given below.

- Literature distributed on campus: 91

  Colleges were asked where literature was distributed and how often. This elicited a wide variety of responses, but only a few colleges said they distributed literature on AIDS to every student at registration. At the other end of the scale, some colleges said literature was only distributed during special presentations on AIDS in regular courses, such as those in health occupations. However, the great majority of colleges indicated that AIDS literature was both continually available in the health center or counseling center, and distributed during limited periods at other high traffic locations around campus.

- Posters telling where to get information: 69

- Videos or films shown to groups: 69

- Videos available for individual viewing: 65

Colleges were asked where videos were available. Most colleges had videos available in their learning resource areas (including libraries), but 25 colleges said videos were available in the health center.

- Guest presentations in regular courses: 68

  While colleges were not asked who made the guest presentations, they seem to have been most often made by the college's own AIDS education coordinator, who in many cases is the health services coordinator, usually a nurse. The survey asked how many guest presentations were made. Not all respondents gave a number, but those who did reported a total of approximately 712 guest presentations.

- AIDS subject matter introduced by faculty into curriculum of regular courses: 75

  Colleges were asked to report how many courses introduced AIDS subject matter. While not all respondents gave a number, those who did reported AIDS subject matter being introduced in approximately 600 courses. (This question concerned **courses**, not sections. A few colleges commented on the number of sections or class meetings in which AIDS information had been presented: such a figure would be much higher.) Many colleges noted the names of courses in which AIDS subject matter had been introduced. By far the most frequently mentioned were in Health Education and Human Sexuality, followed by Nursing, Biology, Sociology, and many other disciplines.

- Special course on AIDS introduced: 28

  The special courses appear under various disciplines, but most often in Health Education, Health Sciences, Health Occupations, and Biology. A few colleges reported having offered community service (noncredit fee-supported) classes in AIDS awareness.

- Special seminars, training sessions, or discussion groups on AIDS: 71

  Colleges were asked how many such sessions were held. While not all respondents gave a number, those who did reported approximately 419 sessions. Forty-six colleges reported these sessions were open, 10 reported they were targeted, and 13 reported holding both open and targeted sessions.

- Special AIDS training for faculty and/or staff: 43

  Colleges were asked how many such sessions were held. While not all respondents gave a number, those who did reported approximately 439 sessions. (There was an undetermined but considerable overlap between these responses and those to the preceding question.)

- AIDS awareness day or week: 64

- Guest speakers at campuswide events: 53

- Condoms distributed at health center: 43

  Although most responding colleges apparently distributed condoms free at the health center, a few said they sold them. Two colleges said they are now considering distributing condoms.

- Condom machines installed on campus: 41

- Many colleges noted that condoms were sold in the bookstore. One college said installation of condom machines was under consideration.

- Articles in campus newspaper or newsletter: 65

- Information tables: 61

  Colleges were asked where tables were set up and who staffed them. Those that responded most often said tables were set up on the quad, in the cafeteria, or in the student center, and were staffed most often by health services personnel, student and faculty volunteers, or volunteers from off-campus organizations. Colleges were also asked how many days tables were set up. While not all respondents gave a number, those who did reported information tables on 250 days.

- Other activities:

  Colleges were invited to mention activities not listed on the questionnaire. A number of imaginative techniques were reported. One college set up "vegetable tables," where the use of condoms was demonstrated on cucumbers. Reportedly this technique was successful in breaking the ice and getting through to students. Another college used "stall stories"—short stories about AIDS that were posted in bathroom stalls throughout campus and changed each week. Many colleges reported incorporating AIDS information within a "health fair" staged each term. In a few districts, plays have been performed on the subject of AIDS, such as Larry Kramer's "The Normal Heart." However, the most frequently mentioned other activity was the inclusion of AIDS presentations within the orientation sessions now required of all new students under the matriculation program.

Student Services Personnel

Colleges were asked in this section whether "all relevant student services personnel (counselors, dormitory advisors, DSP&S personnel, etc.) have been provided with basic knowledge about AIDS. . . ." Sixty-three colleges responded "Yes," 23 responded "No," and 8 did not respond to this question. Unfortunately, the question

was ambiguously worded. Although the intent was to ask, "have all these personnel definitely been trained," many of the affirmative responses apparently meant that personnel had the opportunity to obtain information about AIDS, either by literature or seminars, but not necessarily that student services personnel had actually taken advantage of such opportunities. Only two college responses specified that training had been mandatory for student services personnel.

This question also asked, "How has this [provision of information] been accomplished?" Most colleges answered that faculty in-service training or staff development events, or special presentations, had been provided, but several colleges noted that such events had been poorly attended. Other responses were that literature had been given to all student services personnel, articles had appeared in staff bulletins, or student services personnel had access to the same campuswide events on AIDS as students.

Outside organizations that were mentioned by some colleges as having provided special training for staff and faculty included county health departments, the American Red Cross, and the California Nurses Association, through its "Train the Trainer" course on AIDS education.

Peer Volunteers

SCR 79 encouraged all institutions of higher education to "consider establishing a Peer Education Volunteer Program on AIDS." In this section of the survey, colleges were asked if they had a program such as described in the resolution, and if not, what was their reaction to the feasibility of such a program.

Only fourteen colleges answered that they now have a peer education program. These included some colleges in the Los Angeles, Peralta, San Mateo, and Ventura districts. In the San Diego area, a peer counseling program based at San Diego State University and funded by the State Office of AIDS, called Project ACCEPT, has provided counseling at some community college sites.

The responses to the feasibility of peer education cited a number of disadvantages: the high percentage of part-time students at community colleges, the need for intensive supervision beyond the capacity of current staff, and the difficulty of interesting students. Despite these drawbacks, about half the colleges that answered this question expressed interest in the possibility of establishing a peer education program, or noted that they were already working on such a project. A typical comment was, "Excellent idea, but probably difficult to initiate due to limitations of staff time—greatest success in peer programs is often obtained when part of a credit course."

Testing

In this section, three questions were asked about AIDS testing (more properly, HIV-antibody testing). Only eight colleges indicated that some HIV-antibody testing had

been available on campus during 1988-89. The colleges were not asked whether testing had been provided by the county-sponsored Alternative Test Site program or by clinical staff of the health center itself; however, only two colleges responded that testing was available every day, which would indicate it was performed by the college's own staff.

Respondents were asked whether their health centers would be interested in being certified as an Alternative Test Site (as suggested in AB 2640 of 1987). The trend of responses was heavily negative. Only 16 colleges said "Yes," and 60 said "No." (One rural college responded that it already serves as an ATS one day a week.) A few of the positive responses came from colleges with no health services or minimal health services, appearing perhaps to represent more enthusiasm for combating HIV than a clear understanding of the ATS program. Comments from those who would not want ATS designation, particularly health service nurses, overwhelmingly cited two factors: the inadequacy of existing staffing to perform the pre- and post-test counseling required for an ATS, and the impossibility of maintaining true anonymity in a campus setting.

On the other hand, responses were largely positive to the question, "If your nearest ATS offered to provide anonymous testing on campus, at selected times, would you accept the offer?" Forty-one colleges answered "Yes" and 24 said "No," while 12 answered they would "probably" accept such an offer, and three were undecided. Although concerns were expressed, especially about anonymity, and one respondent indicated that the county health department is against on-campus testing, these concerns were balanced by some comments such as, "Early detection is critical."

Coordination and Resources

Attendance at Inter-College, Statewide, or National Events

Seventy-one colleges reported that personnel had attended off-campus events focused on AIDS. The events ranged from meetings of the community college district's AIDS committee, to the international annual conference on AIDS (in Montreal). Many respondents cited workshops on AIDS sponsored by their professional organizations, particularly the Health Services Association of California Community Colleges, and the California Nurses Association. Many also mentioned participating in county or regional task forces on AIDS coordinated by county health departments. Training offered at several campuses of the University of California, especially UC Berkeley, was also mentioned. The most frequently reported coordinating events by far, however, were the "AIDS Prevention in Higher Education" workshops sponsored by the American College Health Association (Long Beach, 1988; San Diego, 1989) and events in conjunction with the annual meeting of the Pacific Coast College Health Association, an ACHA affiliate.

Coordination Needs

Sixty-four colleges responded that more inter-college coordination is needed within the California Community Colleges. (Nineteen said they did not think more coordination is needed.) Of these, 41 indicated the Chancellor's Office should provide that coordination, and 28 said community college organizations should do the job. The organization cited most frequently was the Health Services Association of California Community Colleges, but some respondents also said the deans of student services, the statewide student government organization, faculty organizations (especially the Academic Senate), and the California Association of Community Colleges should be doing more.

Colleges were invited to provide ideas or comments on coordination needs. Suggestions included: a newsletter; a statewide conference for AIDS education coordinators; regular AIDS information updates; statewide provision of handout materials; and speaker coordination. Several colleges expressed a strong opinion that the Chancellor's Office needs to do more to help the campuses in this regard: "An effective program can be successful only if it's strongly supported by the Chancellor's Office and the state organizations."

In this section, colleges were also given a list of organizations and asked which had been helpful to their AIDS response efforts over the past year. In order of most frequent mention, colleges identified the following organizations:

- County health departments' AIDS information program or resources: 72
- Health Services Association of California Community Colleges: 52
- Chancellor's Office (for distributing *AIDS Policies and Resources for Community Colleges*): 48
- Red Cross: 47
- Community-based organizations: 43

  Colleges most frequently mentioned the regional, voluntary AIDS foundations and projects; i.e., AIDS Project Los Angeles, San Francisco AIDS Foundation, etc.

- Other agency or organization: 34

  Colleges most frequently mentioned the American College Health Association.

Finally, respondents were asked, "What resources or assistance do you believe is most needed to make your local AIDS education efforts more effective?" This question naturally invited "wish list" responses that varied enormously, but there were some surprising commonalities.

Many colleges answered in terms of the resources they would wish for. These responses were typified by one succinct answer: "time/money/personnel." The need for additional staff assigned specifically to AIDS education was mentioned repeatedly. About ten respondents said they needed funds to purchase handout literature and audio-visual materials for their programs. Another local wish was for support from college administrators, which some responses implied had been lagging.

The surprise was that at least as many colleges answered, not that they needed additional staff, but that they needed more statewide information-sharing. This seemed related to the perceived need for state coordination and was expressed in terms such as, "We need ideas from different colleges and organizations," "We need up-to-date materials," "We need more information distributed to health services personnel," etc. A number of colleges mentioned a need for staff development programs, especially oriented to faculty and administrators. Several suggested that a curriculum outline or outlines for AIDS education needs to be developed by experts and distributed for use statewide. Some said information on speakers for events was needed. Some mentioned that statewide assistance was needed to develop and implement a peer education program. While the specific suggestions were diverse, their central thrust was clear: community college AIDS coordinators want increased information-sharing and statewide coordination at least as strongly as they want more local resources.

Several colleges also suggested that AIDS education materials, such as brochures and videotapes, should be made available free to the colleges by some statewide entity.

Plans for 1989-90

Forty-seven colleges said they planned to increase their volume of AIDS education activity during 1989-90; 43 said they would continue about the same; one college said it would decrease the level of activity because AIDS is a "minimal problem" at that campus.

Six respondents said they planned to eliminate some types of activities in 1989-90. Those to be eliminated were either special classes that had been offered, or large group presentations. In three cases the reason for eliminating was lack of participation; in three other cases the reason was to shift resources to small-group or one-on-one activities that had been found to be more effective.

Fifty-three colleges indicated they planned to add new types of activities in 1989-90. The types of activities to be added spanned the entire gamut listed in the "Educational Activities" section of the survey (see above), but of particular interest was that a few colleges planned to add AIDS education to the orientations that are given to all new students as part of the matriculation program, and a few said they planned to institute peer education. In the innovative category, one college said it

planned to hold a musical event and candlelight vigil; and one college said it planned to have "rubberware parties" and safe sex seminars.

Other Comments and Recommendations

Participants in the survey were asked in this section to "give us the benefit of your experience and ideas. Especially, are there things you believe we should recommend to the Legislature in the SCR 79 report?"

Many AIDS coordinators took the opportunity to provide thoughtful and helpful comments on the future direction of AIDS education and the needs of community college students. While some of these comments are in fact addressed to the Legislature, most are general comments on the insights gained from doing AIDS education day-to-day on the community college campus. Rather than attempting to summarize such responses, it seems worthwhile here to provide readers with several representative examples, verbatim.

> I believe an AIDS education program will be most effective if the target audience is the entire college student body. I believe the goals and objectives [should] have an integrated approach and include equal emphasis on drug and alcohol abuse. I would like to see the focus of the program directed more toward self-esteem and shyness with courses offered covering these areas.
>
> * * *
>
> There is increased need for AIDS education among our Hispanic population. Our presentations to these groups are well received.
>
> * * *
>
> Provision must be made for increased staffing to develop strong AIDS programs on campuses. Grants could provide colleges with funds to implement ongoing programs related to improving self-esteem of individual students and projects and programs related to peer pressure.
>
> * * *
>
> Community college people should help educate K-12 students—we should go into the schools.
>
> * * *
>
> [AIDS education should be a] required part of the matriculation or orientation process and/or a required course. Other important issues that are often overlooked could be integrated into such a course—sexually

transmitted diseases, drug education, date rape, anorexia, bulimia, steroids, etc., along with time management and wellness issues.

* * *

It is unfortunate that response from the college community and surrounding area is not more receptive to topical presentations. Several times presentations have been arranged and the group turnout was very poor. I feel this information needs to be discussed across the curriculum—not just in selected subjects.

* * *

Encourage instructors, department heads, and administrators to emphasize AIDS education on campus. Thank you for this survey!

* * *

AIDS education legislation provides strong, positive support to give impetus to local educational efforts to provide AIDS information. That in and of itself is enough to provide the momentum on a local level to implement AIDS education programs.

* * *

Remember to look at all sexually transmitted diseases; hepatitis B is increasing rapidly. More heterosexual transmission is coming through drug use—focus on that as part of the total picture.

* * *

For small communities like this, we need some help to do it—not just the community college students but the population at large needs to be reached, and the trustees need to be educated because conservative attitudes prevent us from doing much.

* * *

1. The AIDS Committee for recommending an AIDS policy should be composed of representatives from all segments of the college population plus an outside expert.

2. AIDS presentations should be aimed at 'captive' audiences in the classroom, especially in required and related subjects. We have found that extending our offer for AIDS education throughout the

year (with concentrated effort during AIDS Awareness Week) has increased the population reached.

3. Since posting an AIDS slogan flyer in each bathroom on campus which states that condoms are sold in Student Health Services, sales have quadrupled.

4. Condoms are sold at cost in Student Health Services (no machines). Correct usage and facts related to protection you can expect and not expect is provided to each purchaser, meeting higher educational standards than dispensing machines would provide.

* * *

We must combine our health education efforts to include all risk taking behavior. Most students have a good knowledge base. Many have low self-esteem and engage in high risk living. We must teach skills and communication and become more explicit in the 90's. Our theater presentations were the most effective at changing behavior. They were on the feeling level. Peer educators would be a wonderful addition to our effort.

APPENDIX A

Senate Concurrent Resolution No. 79

RESOLUTION CHAPTER 119

Senate Concurrent Resolution No. 79—Relative to AIDS education in the institutions of higher education in California.

[Filed with Secretary of State September 8, 1988.]

LEGISLATIVE COUNSEL'S DIGEST

SCR 79, Hart. AIDS education: institutions of higher education in California.

This measure would encourage each institution of higher education in the state to develop policies and guidelines for campus issues related to acquired immune deficiency syndrome (AIDS); to involve students, faculty, administrators, and employee groups in the development of these policies and guidelines; to provide students, faculty, administrators, and staff with accurate up-to-date AIDS prevention information; to ensure that campus services have staffs who have various information relative to AIDS; and to consider establishing a Peer Education Volunteer Program on AIDS; and would request each of these institutions to report to its systemwide office or statewide membership association on actions taken or planned to be taken to comply with the resolution.

This measure would also request the systemwide offices and membership associations of each institution of higher education in the state to report to the education and health policy committees of the Legislature by December 1, 1989.

This measure would request the Secretary of the Senate to transmit copies of this resolution to each institution of higher education in the state.

WHEREAS, California has the second highest incidence of acquired immune deficiency syndrome (AIDS) cases nationwide, with approximately 10,000 people who have contracted the disease and over half of those have already died; and

WHEREAS, College students are often living on their own for the first time and frequently experiment with sexual activity and drug and alcohol use, but still do not perceive themselves to be at-risk of contracting the AIDS virus; and

WHEREAS, Many authorities, including the Surgeon General of the United States, the National Education Association, and the American College Health Association have recommended the immediate implementation of AIDS prevention education in schools; and

WHEREAS, More than 2.1 million Californians either attend, or are employed at, the state's institutions of higher education, representing over 7 percent of California's population; and

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WHEREAS, The public education role of colleges and universities makes them particularly well-suited to implement a comprehensive AIDS education program and to disseminate critical public health information on AIDS to the students, faculty, administrators, and staff on each campus; now, therefore, be it

Resolved by the Senate of the State of California, the Assembly thereof concurring, That each institution of higher education in California is encouraged to develop policies and guidelines for campus issues related to AIDS that do all of the following:

(1) Are based on current information and reflect at least the recommendations of the Centers for Disease Control and the American College Health Association.

(2) Are designed to prevent the spread of AIDS, and present accurate information on the transmission of AIDS.

(3) Address the rights of people with AIDS or HIV infection and the rights of all students, faculty, administrators, and employees to a safe and healthy work place and educational setting.

(4) Are consistent with similar documents that have been developed by its respective systemwide office or statewide membership association.

Resolved, That students, faculty, administrators, and employee groups are encouraged to be involved in the development of policies and guidelines; and be it further

Resolved, That all institutions of higher education are encouraged to provide students, faculty, administrators, and staff with accurate, up-to-date AIDS prevention education. This education program should be comprehensive, provide adequate opportunities for discussion with trained personnel, and include, but not be limited to, the use of student newspapers, public information posters, staff bulletins and other campus media to disseminate information about AIDS and referral sources; and be it further

Resolved, That all institutions of higher education in California are encouraged to ensure that campus services, including, but not limited to, health, counseling, housing, personnel, disabled students, and employee and faculty services have staff who are knowledgeable about the most current information on AIDS, have been trained to respond to issues regarding AIDS, and are aware of local resources and referral sources; and be it further

Resolved, That all institutions of higher education are encouraged to consider establishing a Peer Education Volunteer Program on AIDS to do the following:

(1) Provide peer support to encourage students to seek AIDS prevention information and change at-risk behavior.

(2) Provide student volunteers an opportunity to perform community service by assisting with the AIDS prevention education program; and be it further

Resolved, That each institution of higher education is requested to report to its respective systemwide office or its statewide

membership association within nine months after the date this resolution is chaptered on the actions it has taken and plans to take to comply with this resolution, including time frames and any coordination of resources with other education institutions or community agencies; and be it further

Resolved, That the systemwide offices or membership associations of each institution of higher education in the state are requested to report to the education and health policy committees of the Legislature by December 1, 1989, regarding the actions taken by the campuses and any assistance provided by the systemwide office or membership association to comply with this resolution; and be it further

Resolved, That the Secretary of the Senate transmit copies of this resolution to each institution of higher education in this state.

O

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CHANCELLOR'S OFFICE
GEORGE DEUKMEJIAN, Governor

CALIFORNIA COMMUNITY COLLEGES
1107 NINTH STREET
SACRAMENTO, CALIFORNIA 95814
(916) 445-8752

APPENDIX B

November 15, 1989

TO: District Chancellors and Superintendents

FROM: David Mertes DM
Chancellor

SUBJECT: Report to Legislature on AIDS Activities

SYNOPSIS: Senate Concurrent Resolution 79, of 1988, requested all institutions of higher education in California to report to their systemwide offices on AIDS policies, educational activities, and services. Systemwide offices were in turn requested to report on these activities to the health and education committees of the Legislature. A copy of the resolution is enclosed.

To collect current local information for the community college response to this resolution, I am enclosing a questionnaire developed by our Educational Standards and Evaluation Unit. Although Part I of this questionnaire on AIDS policies may be answered once for all colleges of a multi-campus district, the Part II questions on AIDS education activities and services ordinarily will require that a questionnaire be filled out by each college. Therefore, the survey form is being sent to campus presidents as well. You may wish to coordinate the submission of your district's responses.

ACTION REQUESTED: Please forward this survey to the appropriate staff member responsible for AIDS issues and activities on your campus or in your district. All responses are needed by December 11 so we can report to our Board of Governors at their March 8-9 meeting and meet our due date to the Legislature of March 20, 1990. Please send responses and direct any questions to staff members, Erma Hernandez (916-323-1609) or Charlie Klein (916-323-3824).

U:ck82

Enclosures

cc: College Presidents of Multi-Campus Districts (with enclosure)
Chief Student Services Officer (memo only)
Chief Instructional Officer (")
Academic Senate President (")
Chancellor's Cabinet (with attachment for information)

SCR 79 AIDS SURVEY

To AIDS Coordinators: Your responses to this survey are needed to provide the Legislature with the report requested by Senate Concurrent Resolution (SCR) 79 (copy attached). Your answers and opinions will help the State formulate better AIDS policies and assistance programs. We know that many of you already responded to an AIDS survey in May 1988; however, this one has more specific questions and we need everyone's response to provide a good report. Please answer in the most appropriate and convenient fashion for your college. **Surveys should be returned by December 11 to Charlie Klein, California Community Colleges, 1107 Ninth Street, Sacramento, CA 95814. Please call Charlie at (916) 323-3824 if you have any questions.**

Name of College: _____

Name of District: _____

Name of Person Completing Survey Form: _____

Job Title: _____ Phone No.: (___) _____

I. POLICIES

Does your district have an AIDS policy?

____ We have a policy specifically concerning AIDS. (Please provide a copy, showing date adopted, with survey response.)

____ We have a policy on life-threatening or infectious diseases which is applicable to AIDS. (Please provide a copy, showing date adopted, with survey response.)

____ We have a draft policy now under consideration for adoption. (Please provide a draft with survey response.)

____ Our policy is to follow the American College Health Association guidelines.

_____ Our policy is to follow another specific set of guidelines provided by an outside agency or organization. (Please specify what policy or guidelines are used, and provide a copy with survey response.)

_____ We do not have an AIDS policy.

_____ Other response, or comments:

_____

_____

_____

_____

II. Educational Activities

During the period September 1, 1988 to November 1, 1989, did your college provide any of the following activities for AIDS education:

_____ Literature distributed on campus. Please comment: where was literature distributed and how often? _____

_____

_____ Posters telling where to get information.

_____ Videos or films shown to groups.

_____ Videos available for individual viewing. Please comment: To whom and where videos are available? _____

_____

_____ Guest presentations in regular courses. About how many? _____

_____ AIDS subject matter introduced by faculty into curriculum of regular courses. About how many courses? _____

_____ Special course on AIDS introduced. What was the course title and in what department was it taught? _____

_____

_____ Special seminars, training sessions, or discussion groups on AIDS.

How many were held? _____

Was attendance open or was there a targeted audience?

_____

About how many people attended? _____

____ Special AIDS training for faculty and/or staff. How many sessions?

_____

____ AIDS awareness day or week.

____ Guest speakers at campus-wide events.
How many occasions? _____
About how many people attended? _____

____ Condoms distributed at health center.

____ Condom machines installed on campus.

____ Articles in campus newspaper or newsletter.

____ Information tables. Where were they set up? _____
How many days? _____ Who staffed them? _____

____ Other activity: _____

_____

____ Other activity: _____

_____

Comments on any of above: _____

_____

_____

_____

_____

_____

_____

III. Student Services Personnel

Have all relevant student services personnel (counselors, dormitory advisors, DSPS personnel, etc.) been provided with basic knowledge about AIDS, especially resource and referral information? _____ How has this been accomplished? _____

_____

_____

_____

IV. Peer Volunteers

Do you have a peer education volunteer program as described in SCR 79, and if not, what is your reaction to the feasibility of such a program? _____

_____

_____

_____

V. Testing

Have you had any AIDS testing available on campus during July 1, 1988 to November 1, 1989? _____ On how many days was such testing available?

_____

If your nearest Alternative Test Site (ATS) program offered to provide anonymous testing on campus, at selected times, would you accept the offer?

_____

Would your college's health center be interested in being certified as an Alternative Test Site? _____

Comments: _____

_____

_____

_____

VI. Coordination and Resources

Have you or other staff members involved with AIDS education at your college attended any inter-college, regional, statewide, or national events focused on AIDS? _____

Please specify events and who attended: _____

_____

Do you feel more inter-college coordination is needed in California Community Colleges? _____

_____ Chancellor's Office should be providing more coordination.

_____ Community college organizations should provide more coordination.

(Please specify organization(s)) _____

_____

_____ More intersegmental coordination is needed.

Other ideas or comments on coordination needs: _____

_____

_____

Have the following agencies been helpful to your efforts:

_____ Chancellor's Office ("AIDS Policies and Resources for Community Colleges").

_____ County Health Department's AIDS information program or resources.

_____ Health Services Association of California Community Colleges.

_____ Other community college organization:

(Please specify) _____

_____ Community-based organization.

Which organization? _____

_____ Red Cross

_____ Other agency or organization. Which? _____

Has your college ever applied for a grant for AIDS education? _____

If so, what program did you apply to? _____

Did you get the grant? _____

If yes, how much and for what purposes? _____

_____

_____

What resources or assistance do you believe are most needed to make your local AIDS education efforts more effective? _____

_____

_____

_____

_____

_____

VII. Plans For 1989-90

During the period July 1, 1989 to July 1, 1990, do you expect the **volume** of AIDS education activity at your college as described in this survey to:

_____ Increase

_____ Decrease

_____ Continue about the same

Do you expect to add new types of activities? _____

Which ones? _____

Do you expect to eliminate some types of activities? _____

Why? _____

Which ones? _____

Comments about 1989-90 plans? _____

_____

_____

VIII. Other Comments and Recommendations

Please give us the benefit of your experience and ideas. Especially, are there things you believe we should recommend to the Legislature in the SCR 79 report? _____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

Thank You For Your Help In Completing The SCR 79 Aids Survey

ERIC Clearinghouse for
Junior Colleges MAR 8 1990